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ABSTRACT

One of the main strategies for achieving lifelong learning objectives in Denmark has been to steadily shore up and improve the efficiency of the institutional arrangements for adult learning and to progressively strengthen the arrangements for financing it. Because there has been no attempt to create totally new structures or programs, the trends in outlays for lifelong learning and numbers of learners served have been steadily, albeit not sharply upward. The focus has been on increasing the cost-effectiveness and quality of learning opportunities in order to strengthen the incentives for different actors to invest in it and thereby make lifelong learning more affordable. According to Denmark's "taximeter" system for funding educational programs, education and training providers, including lifelong learning providers, receive per capita grants from the state for each full-time equivalent enrollment. Denmark also has several arrangements to provide replacement income to individuals who choose to take leave from paid employment to participate in lifelong learning or to participate in lifelong learning while unemployed. Lifelong learning in Denmark is thus heavily publicly subsidized, with public authorities bearing most of the direct costs and a substantial share of the indirect costs (foregone income). The existing arrangements for financing lifelong learning are seen as largely satisfactory. (MN)

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ED 469 694

ALTERNATIVE APPROACHES TO FINANCING LIFELONG LEARNING

COUNTRY REPORT

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Financing Lifelong Learning

The Danish authorities invited the OECD Secretariat to Denmark to meet with officials from the Ministries of Education and Labour to discuss issues related to the financing of lifelong learning for adults. They chose to do this as an alternative to preparing a country report on "alternative approaches to financing lifelong learning". Although it was not intended that the visit would provide as much detail as might be obtained in a country report, the Danish authorities organised the visit in order that some information on developments and views in Denmark would be available for consideration in deliberations by the OECD.

The report below, prepared by Gregory Wurzburg of the Secretariat, summarises the information gleaned from discussions that occurred during the visit, and from supporting material provided during and after the visit. It focuses on five questions that have been dealt with in other country reports on financing of lifelong learning.

This report takes account of corrections of fact and comments on interpretation concerning earlier draft texts, made by officials from the Ministries of Education, of Labour, and of Finance. Remaining errors are the responsibility of the author. The Ministry of Education and Ministry of Labour agree to the use of the report by the OECD, and agree to making it publicly available in order to help inform the debate on financing of lifelong learning. For further details on the finance of adult and lifelong learning in Denmark, readers should refer to the following Web Sites: www.uvm.dk (Ministry of Education); and www.am.dk (Ministry of Labour).

TABLE OF CONTENTS

What do we mean by lifelong learning, why is it important, and who does it involve? 5
What are the operational objectives of the lifelong learning policy, and what are their implications for outlays and financing? 6
What is being done to increase the cost-effectiveness and quality of learning opportunities in order to strengthen the incentives for different actors to invest in it, and thereby make lifelong learning more affordable? 7
What mechanisms enhance the financial capacity of various actors to invest in lifelong learning, and what mechanisms encourage providers of lifelong learning to offer more opportunities, thereby making lifelong learning more affordable? 10
What distributional issues arise in the current arrangements for lifelong learning? 11

What do we mean by lifelong learning, why is it important, and who does it involve?

1. In the Danish context, "lifelong learning" is defined "...as the principle that all citizens should have the opportunity to return to education throughout life..." (Danish Ministry of Education, 1997, *Adult Learning in Denmark*, Copenhagen, p. 3). As such lifelong learning is viewed as a mandate for ensuring adequate learning opportunities for adults. Although there is strong support for early childhood education and development, and sound preparation for young persons, policies in those areas are neither driven by, nor evaluated in terms of lifelong learning objectives. The most recent legislative action has been to steer education and training programmes operated by the Ministry of Education and the Ministry of Labour towards being more vocationally specific.

2. The current policies on lifelong learning are found in a series of recent initiatives that are consistent with a long-established tradition of popular education in Denmark, that has been influenced by a growing emphasis on vocational outcomes. In 1984, the Parliament enacted the "10 point" programme to provide an overall framework for improving adult development and participation in civil society, by supporting popular and general adult education. In 1989 a law was enacted to improve education chances for the poorly qualified by allowing them to take part in general education and vocational training during working time. In the same year a law was enacted to improve qualifying general adult education for the poorly qualified. In 1992, there was further legislation to stimulate demand for study leave by the full cross-section of workers. In 1995 the Minister of Education launched his *10-Point Programme on Recurrent Education*. This measure mentions the importance of initial education providing a sound foundation for further learning; and stresses wider opportunities to be provided through rationalisation of services by formal education institutions in order to allow freer choice by adults among learning opportunities as well as co-operation with industry. It calls for expanded provision of learning opportunities, greater use of appropriate technologies, greater transparency of learning, better information on learning opportunities, financial support for learners, and special support for learners with limited educational background (Danish Ministry of Education 1995, *10-Point Programme on Recurrent Education*).

3. One distinct emphasis of current policies has been the development of a further education system for adults, aimed to upgrade the overall supply of vocationally oriented adult education. The further education system is a competency-based system, which

> *...is intended to establish structure and coherence in the continuing education and training activities wh adults pursue throughout their active life in order to improve job competency. The further education system furthermore intended to increase the visibility and thus the use of the qualifications acquired in the workpla* (Ministry of Education, Denmark; 1998)

4. Thus the Ministry of Education has complemented the long-standing notion of popular education undertaken for its own sake, with a more instrumental approach aimed at facilitating the process of acquiring work related competences, and ensuring their broad recognition, not just by individuals, but by employers and society at large.

5. On the labour market side, the Danish authorities have traditionally placed a heavy emphasis on training for the employed and unemployed, as part of its active labour market policies. The main initiative to address lifelong learning needs more explicitly has been the reform of labour market programmes enacted in 1994, to provide financial support to individuals to improve their qualifications.

6. The reasons for encouraging lifelong learning are a blend of history and recent economic, political, and social developments. There is a long standing and deeply rooted history of popular education that is reflected in the evolution of the folk high schools over the last century. More recently, the interrelationship among various developments, including Denmark's membership in the European Community, technological innovation, and economic restructuring in Danish industry have reinforced the view that knowledge and learning provide means for adaptation at an individual and national level. The increase in unemployment, particularly long-term unemployment in the 1980s, only reinforced the view that qualifications requirements were changing, and that lifelong learning was a tool for adapting to such changes.

7. There is still a high value placed in Denmark on education to serve multiple objectives ranging from self-fulfilment, to citizenship, to innovation. However, recent developments have placed the relatively heavier emphasis on education to serve vocational purposes.

What are the operational objectives of the lifelong learning policy, and what are their implications for outlays and financing?

8. From the perspective of the Ministry of Education, a main strategy for achieving lifelong learning objectives has been to steadily shore up and improve the efficiency of the institutional arrangements for adult learning, and to strengthen progressively the financing arrangements in order to better enable individuals to participate. There has not been any attempt to create totally new structures or programmes. As a result, the trends in outlays and numbers served have been upward, though not sharply so.

9. However, certain impacts of lifelong learning objectives -- and the particular emphasis on the adult dimensions of lifelong learning -- have been observable. In comparison to other areas of education, adult education has grown fastest. Between 1984 and 1994, while real overall education expenditure grew by about a fifth, spending for various forms of adult education nearly doubled, exceeding even the growth in higher education expenditure. (see Table 1 *Public expenditure on education and training by level of education 1994-1995*). Within the various areas of adult education, vocationally oriented forms of education (non-residential high schools, teaching of immigrants, adult education association, and open education) experienced substantial growth in outlays in relative and absolute terms, particularly since the early 1990s. (see Table *2 Public expenditure on adult education organised by public sector institutions 1985-1995*). These same areas also showed the largest growth in full-time equivalent students (see Table 3, *Students in public adult education 1985-1995*).

10. The impact of the expanded capacity, activity, and expenditure is not entirely clear, however. (see Table 4 *Proportion of the 15-34 year olds enrolled in education, by gender and age 1981/82 - 1993/94*). Available data do not allow one to differentiate between increases in enrolments between 1981/82 and 1993/94 that were due to rising participation in university, and those due to rising participation in lifelong learning for adults. Moreover, available data do not allow one to evaluate what proportion of the labour force participates over a period of several years.

11. The Ministry of Labour's approach to lifelong learning has been to ensure adequate institutional infrastructure for training and learning, so as to ensure that individuals are adequately qualified, and thereby reduce the risk of unemployment. To achieve these goals, the Ministry operates labour market training that aims to provide certificated training for employed as well as unemployed persons. Labour market training centres (AMU) have to purchase general education course from outside -- that is, from institutions or providers financed by the Ministry of Education (technical and commercial schools) or adult education providers supported either by the Ministry of Education or by the counties. In addition, the Labour Market Reform enacted on 1 January 1994, established the Danish Leave Scheme to overcome the

financial barriers to participation, by providing income support while persons are in training. Amendments in 1996 and 1998 are intended to favour vocationally specific training over other forms of adult education and continuing training, by providing a longer period of support for the former, than for the latter (this change is parallel to a 1997 amendment to the Ministry of Education Leave Scheme established in 1989).

12. Labour market training programmes (Arbejdsmarkedsuddannelserne) have grown steadily from 1991-1995, though somewhat more slowly as labour market conditions started improving in late 1993. While total course weeks rose by a quarter during that time, participant course weeks rose by a third, and the total number of participants served rose by two thirds. (see Table 5). Roughly a quarter of participants in these programmes are unemployed (with the figure reaching 30 percent in the early 1990s when unemployment was highest; most of the rest are employed. The Educational leave scheme has been in effect only since 1992, and was reinforced in 1994. It was set up to provide income support for persons who have been employed in at least 3 of the preceding 5 years, so that they could enter full-time education/training for an extended period of time. At the same time that the educational leave plan was established, the Ministry of Labour established a scheme for parental leave and sabbatical leave. The total number of funded leave positions peaked at 141 000 in 1994; those for educational leave peaked in 1995 (Tables 6, 7). Since then the number of full-time equivalents and the number of leaves granted have declined in part because of declines in unemployment, and in part because of the reduction of the support rate (from 80 percent of the maximum unemployment benefit, to 60 percent) for persons on parental leave. Between 1990 and 1993, the average number of unemployed persons place in training/education rose from about 10 000 persons per year to 15 000. Since the start of Labour Market Reform in 1994, the number of persons placed rose; in 1996 and 1997 placements were averaging about 25 000 persons per year. Currently a larger proportion of those persons are placed in programmes in the education system, than before 1994. -- years in which the programme was fully operational,

What is being done to increase the cost-effectiveness and quality of learning opportunities in order to strengthen the incentives for different actors to invest in it, and thereby make lifelong learning more affordable?

13. The "taximeter" system for the funding of education programmes is the highest profile strategy in Denmark to strengthen incentives to make the provision of and participation in various forms of lifelong learning more effective. Under this system, education and training providers are paid a per-capita grant by the state for each full-time equivalent enrolment. The amount paid to an institution varies according to the stream of study in which a person is enrolled. Generally, following an initial partial payment, the balance of the grant is paid upon successful completion.

14. A variation on the taximeter approach was first adopted in the early 1980s by the Ministry of Education in order to better control funding of schools and higher education institutions. Instead of being based directly on the numbers of students, however, payment was based on inputs required, such as the number of teachers. This in turn was based on assumptions about the number of teachers or the amount of overhead required for a given number of students.

15. In the early 1990s, the taximeter approach was changed to base payments on overall student numbers. This was done to strengthen incentives for institutions to exercise the increasing autonomy they were acquiring at that time, in deciding how to improve cost-effectiveness. The taximeter scheme was extended to cover all university and non-university programmes funded by the Ministry of Education, including the various adult programmes (listed in Table 2). Every year the taximeter rates are set in the spending bill adopted by the Parliament, based on estimated costs per student completion in each of several streams (currently 16 streams). Self-governing institutions (higher education institutions, for example), also have a taximeter rate based on infrastructure requirements. Thus, the taximeter scheme is

the principal mechanism for channelling to these institutions the resources needed to cover their operating and capital costs.

16. The taximeter scheme for the finance is designed to increase the quality and efficiency of provision of various forms of initial education, and lifelong learning. First, it puts education institutions under competitive pressure to improve quality. Because education consumers have discretion in choosing their providers (thanks to "school choice" in university education, and the freedom of adults to choose among various adult options), and because providers are paid only for the students they enrol, institutions need to attract students by demonstrating the "quality" of what they provide. Second, the taximeter schemes put institutions under pressure to find more efficient methods for providing their various education and training activities. At the very least, they need to ensure that their costs do not exceed the taximeter rate; to the extent they do, costs need to be subsidised by other activities. To the extent that the taximeter rate exceeds actual costs, the providers can profit from an "efficiency bonus" that provides extra resources that can be used to improve programmes further, or to help develop education in other areas.

17. The taximeter scheme is also used as a tool to influence the mix the training schemes, by providing higher payments in subject areas -- information technology, for example -- where there is a desire to increase places, or reducing payments in areas of oversupply.

18. Starting in 1996, the Ministry of Labour started using the taximeter system to fund training that it paid for. The Ministry saw it as a financing mechanism that would make the education and training system more "demand-driven"(a government priority established in 1994), and would encourage providers to be more flexible in responding to changes in requirements by enterprises. In 1997, the Ministry of Labour spend 1.7 billion Danish Kroner for programmes financed through the taximeter system (in addition to the 1.1 billion Danish Kroner spent for allowances).

19. After a few years of experience with the taximeter scheme, there are a number of issues that arise.

- *the open-ended nature of the taximeter obligations.* Because the taximeter payments are guaranteed to approved institutions as long as they enrol students, and because the demand of adults for education and training opportunities is not as predictable as enrolments of young persons in initial education (a function of demographics and curriculum), it is virtually impossible to predict the number of persons who might be enrolled. In principle, there is nothing to limit the number of persons that might be enrolled as long as an institution can add capacity. In fact, it was not until mid-1998 that the Ministry of Education encountered a situation in which the adult enrolments in certain training unexpectedly skyrocketed. A review of the scheme by a committee representing the Ministries of Labour, Education, and Finance and organisations of local government, published in November 1998, recommended that steps be taken to limit requirements for new outlays to meet unexpected surges in enrolments. Steps include setting up reserves for unforeseen activities, introducing limits on the number of students in areas where enrolments are difficult to predict; considering the possibility of increasing student fees.

- *preserving incentives to improve efficiency in provision.* The taximeter scheme provides an incentive to providers to improve the efficiency of their programmes by allowing them to retain any excess in taximeter rates over the actual costs, and forcing them to pay any costs in excess of the taximeter rates. But the success of the scheme is influenced by how often adjustment in taximeter rates are adjusted. If, on the one hand, the taximeter rates are adjusted too frequently to take account of efficiency gains, providers may have reduced incentive to pursue efficiency-enhancing innovations. If, on the other hand, taximeter rates

are adjusted too slowly, there may be a loss in overall efficiency of the total expenditures to the extent that some providers continue to use less efficient methods. To address this issue, the Ministry of Education is undertaking in 1998 a survey of actual costs in the different rate categories (12 categories in the non-university sector, 18 in the university sector). Although the Ministry has no intention of recapturing the "profits" realised in certain courses or area of education whose actual costs are below the taximeter rates, there may be some adjustment in the rates to improve overall efficiency of the system. The Ministry and individual institutions share the view that once adjusted, tax-meter rates must remain stable for the appropriate planning period.

20. The taximeter scheme is an example of a fiscal tool for improving efficiency and cost-effectiveness of lifelong learning. There are other, non-fiscal strategies that seem to push in the same direction.

21. An important one is the recognition of training and learning outcomes. The Ministry of Labour's main training programmes (de kompetencegivende uddannelser og saeraktiviteter) provide certificated training results. This means that the results are visible to employers and individuals alike.

22. Some of the Ministry of Education programmes outside the area of adult vocational training do not lead to certificates, except in the case where individuals complete requirements for a formal education degree or diploma. Activities are expressly intended to serve broader, non-vocational purposes. However, the Ministry of Education's proposal for a further education system for adults is intended to provide a framework by which participants can follow education and training in a continuous and systematic process, while remaining active in the labour market. Moreover, assessment and recognition of training and learning is done in such a way as to take account of skills and competences acquired through experience, and to take advantage of possibilities for combining education and work. One purpose in so doing is to reduce the kinds and duration of training required.

23. Other strategies for improving efficiency include:

- *Involvement of social partners in deciding curricula and outcome measures.* Vocational training and education as well as labour market programmes involve social partners extensively in the process of deciding what courses to offer, developing curriculum and assessment practices, and, often, in the actual delivery of programmes (except in university education). This increases the acquired skills and competences are up-to-date and relevant to labour market needs.

- *High degree of individual choice.* Because of the range of well-developed, highly accessible learning opportunities that cater to varied education backgrounds, learning styles, and learning objectives, it seems relatively easy for individuals to find "a place" in the system.

24. It is difficult to observe whether or how much these features actually improve the effectiveness or quality of learning opportunities, or what would have happened in their absence. Scattered evidence is mixed. Immediate impacts on employability seem debatable. Statistics on the labour market training programmes show that, in 1995, only slightly more than a quarter of participants who were unemployed when they started the programme, were employed after completing it. The Educational Leave programme does not seem to be major resource for unemployed or poorly qualified persons trying to re-qualify themselves. Only 14 percent of participants between January 1994 and April 1995 were unemployed; though persons lacking formal vocational qualifications comprise two-fifths of the labour force, they comprise only a fifth of the employed persons participating in training. Finally, the educational

leave programme evidently is considerably less appealing to private employers than to public employers: private enterprises were less than half as likely as public enterprises to send persons on training leave.

25. Yet these statistics belie considerable support for the programme. For example, though nearly half of those who participated in the educational leave programme reported substantial monetary loss during participation, only 5 percent said they were dissatisfied with the training leave. Nearly 90 percent indicated they would take leave again. Three-fourths expressed satisfaction with the professional development that occurred, four-fifths with the personal development that occurred. And these results were found despite the fact that relatively few (1/3 or less) were given more interesting work, had greater job security, or expected higher wages. On the part of employers, the vast majority thought that training leave would be of benefit in the long run (60 percent of private enterprises, 76 percent of public employers), and that they would conclude new agreements in the future (70 and 85 percent respectively). (Dines Andersen, Alice Appeldorn, Hanne Weise 1996, *Evaluation of the Danish Leave Schemes: Summary Report*, Copenhagen: Ministry of Labour, August). The Ministry of Labour credits labour market reform (which includes a heavy emphasis on training/education) with having reduced *structural* unemployment from an estimated 10-11 percent in 1993, to roughly 7 percent in 1998 (Danish Ministry of Labour 1998, *Danish National Action Plan for Employment*, prepared for the European Union p. 27).

What mechanisms enhance the financial capacity of various actors to invest in lifelong learning, and what mechanisms encourage providers of lifelong learning to offer more opportunities, thereby making lifelong learning more affordable?

26. Many adults participate in education and training on their own time. However, there exist a number of arrangements that are designed to provide replacement income to individuals who choose to take leave from paid employment, or to participate in education and training while unemployed.

27. Most of the direct costs of adult education and training are borne by the public authorities (state or counties), through the taximeter payments and other forms of institutional support. Direct costs are paid to a lesser extent, by individuals (some enterprises pay for their employees). For example, 60 percent of the Folk High Schools' revenues come from the state, with the balance from individuals or private companies paying for their employees. Student fees pay 20-60 percent of the costs for Open Education courses. In non-residential folk high schools that also are state financed through the taximeter scheme, the taximeter rate is sufficiently high to enable the participation fee to be very low (DKr 50 per week). The participation fee is very low also in qualifying general adult education on basic level, which is financed by counties through a taximeter scheme. In the labour market training programmes, the share paid by enterprises for their employees ranges from nothing, for training that uses standard courseware, to 100 percent for training that uses tailor-made curriculum. The same is true in principle of single-subject general adult education offered by the counties (i.e. either the low participation fee or 100 percent). Where a trainee allowance is paid by the state (in cases where training leave for employed workers is not paid), the employer pays a share calculated in the same way (up to 100 percent for tailor made courses).

28. The indirect costs in the form of foregone income are paid to a large extent by individuals. Most persons participate in adult education and training programmes, such as open education and adult liberal education, on their own. Thus they give up their free time to participate. Poorly qualified employees are eligible, under the Ministry of Education's Support Scheme, to receive support payments equal to the maximum unemployment benefit, for a time that varies according to the vocational nature of the courses and whether they qualify adults for further study. They also are eligible for support payment to meet participation fees. Under the Ministry of Labour's Leave Scheme, employees also are eligible to receive support payment equal to the maximum unemployment benefit, for up to a year, depending on the nature of the courses.

29. Existing arrangements are seen, by and large, as being satisfactory. There seems to be little importance to the question of how to mobilise additional, non-public financial resources for lifelong learning activities. The view in the Ministry of Education and the Ministry of Labour is that the total volume of education and training currently provided is about right (there is no sign of pent-up demand for adult education and training), and that the current division of financing responsibilities is appropriate (perhaps not too surprising in view of the relatively high personal tax rates).

30. Regarding the supply of learning opportunities, the Danish authorities seem broadly satisfied with the breadth and volume of existing arrangements. They are seen as providing the range of learning opportunities that are needed, and that adults seek. The public authorities have shown a willingness to fine-tune the balance among different opportunities through the use of differential allowance periods under the Adult education support scheme for the poorly qualified, depending on the extent to which activities are vocationally related, and through differential levels of payment for firm-provided training, depending on the degree to which training is firm specific.

31. Education and training providers have strong incentives to ensure an adequate supply of places, so long as the marginal cost of extra places is less than the reimbursement rate paid under the taximeter system. Moreover, because of the fixed reimbursement rate under the taximeter system, providers have incentives to compete for students on the basis of quality and choice, rather than on the basis of price.

32. Authorities have not taken any extraordinary measures to encourage private suppliers. However, private training providers do exist, and as long as they are certified, their students are eligible for the same kind of financial support as those enrolled in public institutions. The Ministry of Labour draws on them regularly to provide adult vocational training; individuals can enrol in them when taking educational leave.

What distributional issues arise in the current arrangements for lifelong learning?

33. A number of questions arise with respect to the distributional impacts of current financing arrangements. The first is whether patterns of participation are sufficiently balanced such that the distribution of the financing burden is roughly symmetrical with the distribution of benefits. In comparison to areas such as higher education, the finance of lifelong learning for adults seems fairly equitable in this respect. On the one hand, it is heavily publicly subsidised: public authorities bear most of the direct costs, and a substantial share of the indirect costs (foregone income). But on the other hand, participation is broadly based, or even skewed in favour of persons who typically are underrepresented in other forms of education and training. The unemployed are over-represented in labour market training programmes and study leave, for example. It would appear that poorly qualified persons (employed as well as unemployed) are more likely to participate in labour market training in Denmark than in other countries. In view of the distribution of resources for the different education programmes, it would appear that there are substantial resources for programmes that could enrol the less qualified. However, it is not possible to evaluate with available data the distributional impacts, with respect to such groups, of financing of adult education programmes by the Ministry of Education.

Table 1
Public expenditure on education and training by level of education, 1984-1994
1994 prices, DKr Billion

	1984	1990	1994
Total	57.1	62.7	68.5
Primary and lower secondary education	27.6	27.6	28.6
Upper secondary education	11.9	13.2	12.5
of which awarded SU-grant	1.0	1.4	1.4
Higher education	10.2	12.0	15.5
of which awarded SU-grant	1.4	3.1	3.7
Adult education[1]	5.4	7.9	9.5
of which educational support	–	3.7	4.6
Administration, auxiliary services[2]	1.9	2.0	2.3

Notes:
1 Including offers of rehabilitation and various support schemes.
2 Transport allowance.
Source: Facts and Figures, Education Indicators, Denmark 1996, Danish Ministry of Education.

Table 2
Public expenditure on adult education organised by public sector institutions, 1985-1995
1995 prices, DKr Million

	1985	1990	1995
General adult education, single subject (VUC)	780	847	972
Folk high schools	387	394	574
Non-residential high schools	80	76	385
Teaching of immigrants	–	294	365
Open education	274	280	586
Adult vocational training	1 210	1 263	1 470
University extension course	23	32	23
Adult education association[1]	325	409	509
Other activities under the General Education Act[1]	110	142	216
Total	3 189	3 736	5 100

Notes:
For the period 1985-1990, figures for non-residential high schools are based on estimates. From 1990, HD (diploma programmes in business economics) are included in open education.
1 Figures for the period prior to 1991 are based on estimates. Figures for expenditure do not include municipal expenditure on the construction of buildings etc.
Source: Facts and Figures, Education Indicators, Denmark 1996, Danish Ministry of Education.

Table 3
Students in public adult education, full-time equivalent, 1985-1995
1 000 persons

	1985	1990	1995
Total General adult education & HF-single-subject	81	99	114
VUC[1]	23	25	27
Folk High Schools[1]	6	6	7
Non-residential High Schools	1	3	6
Teaching of immigrants[2]	..	10	11
Open education	17	23	25
Adult vocational training (AMU)	11	9	11
University extension	1	2	2
Adult liberal education	22	22	24

Notes:
1 1985 means the school year 1985/86 etc. Short courses are of 4 weeks' duration or less; and long courses are of 5 weeks' duration or more.
2 Included in adult liberal education up to 1986.
Source: Facts and Figures, Education Indicators, Denmark 1996, Danish Ministry of Education.

Table 4
Proportion of the selected age groups enrolled in education by gender and age, 1981/82-1993/94

	1981/82	1989/90	1993/94
All			
15-34-years-old	30	32	34
25-29-years-old	10	12	14
30-34-years-old	4	5	5
Men			
15-34-years-old	29	30	31
25-29-years-old	11	13	14
30-34-years-old	4	5	5
Women			
15-34-years-old	28	30	32
25-29-years-old	8	12	15
30-34-years-old	3	5	5

Note:
15-34-year-old pupils/students at all levels, including primary and lower-secondary school, but excluding adult education. Approximately 100% of 7-14-year-olds attend school. They are of compulsory education age and therefore not included.
Source: Facts and Figures, Education Indicators, Denmark 1996, Danish Ministry of Education.

Table 5 Labour market training leading to a certificate 1991-1995					
	1991	1992	1993	1994	1995
Course weeks	26 824	28 429	31 398	32 538	33 076
Participant course weeks	286 800	318 549	360 160	381 558	382 943
Participants	172 996	200 878	241 337	273 914	290 288

Source: Arbejdsmarkedsstyrelsen 1997, *Arbejdsmarkedsuddannelserne: De kompetencegivende uddannelser og saeraktiviteter: statistik 1995*, Kobenhavn, May

Table 6 Danish Leave Scheme: Full-time Equivalent Enrolments 1994 - 1997				
	1994(a)	*1995(a)*	*1996(a)*	*1997(b)*
Educational leave	12 400	31 000	31 000	23 000
Parental leave	35 000	41 000	31 000	22 000
Sabbatical leave	2 700	5 000	1 000	600

Notes:
(a) Figures are numbers of leaves granted
(b) Figures are numbers of leaves actually commenced.
Source: Arbejsministeriet 1997, *Orlovsordningerne 1996* 7. kontor, January

Table 7 Danish Leave Scheme: Number of Leaves Granted 1994 - 1997				
	1994(a)	*1995(a)*	*1996(a)*	*1997(b)*
Educational leave	47 000	80 000	73 000	77 000
Parental leave	81 000	53 000	47 000	37 000
Sabbatical leave	13 000	3 000	1 500	1 000

Notes:
(a) Figures are numbers of leaves granted
(b) Figures are numbers of leaves actually commenced.
Source: Arbejsministeriet 1997, *Orlovsordningerne 1996* 7. kontor, January

Table 8
Income support for individuals participating in adult education and training

Status of adults and type of education and training	Form of support	Amount and duration of income support
Employed with low levels of education attainment; must have at least 6 months experience with current employer.	Adult education support	Amount equal to maximum unemployment benefit; 16 weeks for hobby courses, 40 weeks for courses that do not qualify for further study or give vocational competence, 80 weeks for course qualifying for further study.
Age 25+; employed and unemployed persons, must have 3 years of employment in last 5 years and belong to an unemployment fund. Participating in full time study in any recognised education/training	Educational leave	Amount equal to 100 % of maximum unemployment benefit (80 % from 1992-1994); minimum 1 week; up to maximum of 1 year of leave over a 5 year period. If employed trainee receives salary, the support is paid to the employer as an incentive.
Employed adults	salary	decided by employer

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